

## 8. 2014SP-016-001

### WEDGEWOOD HOUSTON

Map 105-07, Parcel(s) 112-114, 116

Council District 17 (Sandra Moore)

Staff Reviewer: Jason Swaggart

A request to rezone from IWD to SP-MU zoning for properties located at 610 Merritt Avenue, 1234, 1236 and 1238 Martin Street, approximately 200 feet east of Hagan Street (7.3 acres), to permit a mixed-use development, requested by Hawkins Partners, applicant; LVH, LLC, Mark and Arden Bowman, and Luther Cantrell et ux, owners.

**Staff Recommendation: Approve with conditions and disapprove without all conditions.**

### APPLICANT REQUEST

**Preliminary SP to permit a mixed-use development.**

#### Preliminary SP

A request to rezone from Industrial and Warehousing District (IWD) to Specific Plan – Mixed-Use (SP-MU) zoning for properties located at 610 Merritt Avenue, 1234, 1236 and 1238 Martin Street, approximately 200 feet east of Hagan Street (7.3 acres), to permit a mixed-use development.

### Existing Zoning

Industrial Warehousing/Distribution (IWD) is intended for a wide range of warehousing, wholesaling, and bulk distribution uses.

### Proposed Zoning

Specific Plan-Mixed Use (SP-MU) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes residential uses in addition to office and/or commercial uses.

### CRITICAL PLANNING GOALS

- Supports Infill Development
- Provides a Range of Housing Choices
- Creates Walkable Neighborhoods
- Supports a Variety of Transportation Choices

This area is served by adequate infrastructure. Development in areas with adequate infrastructure is more appropriate than development not served with adequate infrastructure such as roads, water and sewer, because it does not burden Metro with the cost of maintaining new infrastructure. The request provides for additional housing options including live/work. Additional housing options are important to serve a wide range of people with different housing needs. The plan sets up urban design requirements that include sidewalks. The nature of the proposal and urban design should create a vibrant and friendly pedestrian environment. The plan will provide additional bodies in the area that will not only be there for work hours. This is an important factor for walkability and a strong public transportation system. Higher density areas typically foster walkability and better public transportation because housing, work and conveniences are located within a smaller area, making them more accessible by foot and or public transportation. Bus service is located nearby on Chestnut Street and Hamilton Avenue.

### SOUTH NASHVILLE COMMUNITY PLAN

Neighborhood Urban NU is intended for fairly intense, expansive areas that are intended to contain a significant amount of residential development, but are planned to be mixed use in character. Predominant uses in these areas include a variety of housing, public benefit uses, commercial activities and mixed-use development. An Urban Design or Planned Unit Development overlay district or site plan should accompany proposals in these policy areas, to assure appropriate design and that the type of development conforms with the intent of the policy.

#### Consistent with Policy?

Yes. The proposed SP is consistent with the NU land use policy. The plan sets up requirements for an intense mixture of uses including residential, office, commercial and light industrial. Permitted uses that are classified as industrial are centered more around artisanal crafts. The plan also provides requirements and design guidelines that will create an urban environment blended with a variety of industrial style architecture that will blend in and enhance the overall area.

### PLAN DETAILS

The approximately 7.3 acre site is located in the Wedgewood Houston neighborhood. The neighborhood consists of a variety of industrial and commercial uses as well as single-family residential. Greer Stadium is just northwest of the site. The site is located in an area of the neighborhood that is predominately industrial. The entire site is developed.

#### Site Plan

The proposed SP consists of a regulatory document that sets out principles, standards and requirements. This includes bulk requirements, parking and sidewalk standards, sign standards, landscaping standards, architectural standards and noise level requirements. The document also provides a list of permitted uses.

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The plan includes a development summary and illustrative plans. Illustrative plans consist of a site layout, sketches, and drawings that illustrate massing and site sections. While the plan includes a development summary and illustrative drawings, final details will be determined with any final site plan. Any final site plan must be consistent with the principles, standards and requirements found in the SP document.

The development summary calls for a total of 517,500 square feet of floor space distributed amongst nine buildings, which includes two existing buildings. Uses are identified as residential, flex space, restaurant, retail and mobile vending. Buildings are shown with shallow setbacks and range in height from one to six story buildings. Onsite parking is shown in two parking structures. On street parking is also shown.

Zoning requirements under the SP include bulk, architectural, landscaping and sidewalk standards. In addition to being consistent with the goal to create a pedestrian scale urban environment, all development must meet the zoning requirements in the SP. Following are more notable requirements:

- Max Residential Density: 475 units
- Max FAR: 3
- Max ISR: 0.9
- Max Height: 7 Stories in 105 feet
- Build to zone: 5 to 15' (deeper setbacks are reserved for public spaces such as patios, plazas and other pedestrian oriented areas).

The SP would permit two existing buildings to be adapted for reuse (Building F and Building H). These buildings are identified for Flex Space. The SP intends for flex space to provide for a mixture of commercial, industrial and live/work. The SP would permit the buildings to remain, but it would also permit them to be demolished and redeveloped under the SP requirements.

The architectural and urban design standards calls for buildings to prominently form street corners and edges to streets, service lanes, open space and courtyards. It provides general guidelines for building massing. It also includes a list of envisioned materials. It requires a majority of the parking to be screened and located behind or beside buildings.

The SP would permit signage consistent with the MUG-A zoning district. This would permit a variety of building signage and free standing signage. Prior to the approval of any final site plan final signage details must be submitted and approved with the final site plan.

### ANALYSIS

As previously outlined, the request is consistent with the Community Plan's land use policy and it also meets several critical planning goals. The plan has been drafted to permit a development that relates to and enhances the generally industrial feel of the immediate area.

### STORMWATER RECOMMENDATION

**Approved**

### PUBLIC WORKS RECOMMENDATION

**Approved with conditions**

1. The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works. Final design may vary based on field conditions.
2. The Plan submitted is listed as illustrative only, thus a formal review for roadway, sidewalk, etc. compliance has not been completed since not enough detail is shown. Upon submittal of the final SP a comprehensive review will be completed. Items that should be addressed with the Final SP are listed below, but not limited to:
  - a. ROW will be required to be dedicated to the back of the proposed sidewalk, if the proposed sidewalk extends outside the current ROW.
  - b. All streetscape features must meet MPW and ADA standards, i.e. sidewalks, curbs, ramps, etc.
  - c. Due to the industrial nature of the SP and the surrounding neighborhood, "narrowing" of streets is not recommended. The applicant may submit turn templates with the Final SP TIS to justify any proposed roadway modification; however approval of said modifications will be per the Metro Traffic Engineer.
  - d. The minimum street cross sections will be the existing conditions. Additional paving maybe required due to the proposed development.
  - e. Submit a solid waste and recycling plan for the entire development.
3. Additional street, alley, and ROW improvements may be required pending a full review of the project construction plans and the recommendations of MPW Traffic Engineer, based on the approved TIS.

### Traffic Impact Study (TIS)

In accordance with TIS findings, the following conditions will be required in addition to the TIS recommendations listed below for this SP.

1. Focused TIS may be required for development after Phase 1 if directed by the Metro Traffic Engineer.

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2. Developer shall submit signal warrant analysis at Chestnut Street and Hagan Street after phase 1 development is operational and after significant projects in phase 2 are operational or when directed by Metro Traffic Engineer. Developer shall design and construct signal upon approval of metro traffic engineer and T&P commission. Signal design plan shall include pedestrian signals and facilities per ADA standards.

3. Development shall provide parking per Metro code. On street parking or loading may be allowed if a minimum of two 11ft travel lanes are accommodated. It is recommended that appropriate ADA sidewalk routes to transit facilities and parking facilities be provided and identified on Final site plans for each phase.

### **TIS Conclusions and Recommendations**

The analyses presented in this study indicate the impacts of the proposed mixed-use development in the Wedgewood-Houston neighborhood will be manageable by providing the recommendations below. These specific recommendations will provide safe and efficient traffic operations within the study area following the completion of the proposed project. The recommendations are as follows:

#### Chestnut Street and Hagan Street

The all-way stop-controlled intersection of Chestnut Street and Hagan Street should be monitored to determine if signalization should be provided in the future when the proposed development reaches total build-out.

#### 4th Avenue South and Chestnut Street

The existing pedestrian signal heads should be replaced with Metro standard LED countdown modules. This improvement should be implemented by the completion of Phase 1.

#### Hagan Street and Merritt Avenue

The traffic control at the intersection of Hagan Street and Merritt Avenue should be modified from "Yield Control" to "Stop Control." New "stop" signs (R1-1) should be provided on the eastbound and westbound approaches of Merritt Avenue. This improvement should be implemented by the completion of Phase 1.

#### Martin Street and Humphreys Street

- An "all way" supplemental plaque (R1-3P) should be provided for the existing stop sign on the northbound approach of Martin Street. This improvement should be implemented by the completion of Phase 1.
- The crosswalk pavement marking on the south leg of the intersection should be refurbished. This improvement should be implemented by the completion of Phase 1.

#### Site Access

The current concept plan indicates access to the planned parking facilities will be provided by Martin Street, Merritt Avenue, and Gray Street. Specific details and designs of the parking facility access points should be addressed with the site plan review. At a minimum, each of the access points should include width for one entering lane and one exiting lane and adhere to Metro's requirements for driveway locations.

#### Street Cross-sections

The existing streets providing access to the project site have sufficient width to accommodate the projected traffic volumes generated by the proposed development. The concept plan indicates that on-street parking may be provided on Martin Street, Merritt Avenue, and Gray Street along the project site frontage. If provided, the streets along the project site frontage may need to be widened along with ROW dedication in order to provide bulb-in parking lanes outside of the travel lanes.

#### Maximum Uses in Existing Zoning District: **IWD**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	7.3	0.8 F	254,390 SF	906	77	82

#### Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	7.3	-	475 U	3003	237	279

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Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Restaurant (952)	7.3	-	12,500 SF	730	67	64

Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	7.3	-	12,500 SF	573	18	52

Traffic changes between maximum: **IWD** and proposed **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+3400	+245	+313

### WATER SERVICES RECOMMENDATION

Approved

### METRO SCHOOL BOARD REPORT

Projected student generation existing **IWD** district: 0 Elementary 0 Middle 0 High

Projected student generation proposed **SP-MU** district: 2 Elementary 1 Middle 3 High

These numbers are based on the Urban Infill Factor (UIF). The UIF takes into account that urban development's typically do not generate as many new students because the units tend to be very small. Students would attend Fall-Hamilton Elementary, Cameron Middle School and Glencliff High School. Fall-Hamilton is over capacity and Cameron and Glencliff have capacity for additional students. This information is based upon data from the school board last updated September 2013.

### Fiscal Liability

The fiscal liability of 2 new elementary students is \$43,000 (2 X \$21,500 per student). This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

### STAFF RECOMMENDATION

Staff recommends that the request be approved with conditions and disapproved without all conditions. The request is consistent with the sites Neighborhood Urban land use policy as well as it meets several critical planning goals.

### CONDITIONS

1. Uses are limited to those uses outlined on the SP plan. No other uses shall be permitted.
2. Final architectural drawing must be approved by the Planning Department prior to final site plan approval.
3. Final signage requirements must be approved by the Planning Department prior to final site plan approval as indicated in the SP plan.
4. Street improvements, including sidewalks along Martin Street in front of Building H shall be completed with any adjacent development in the SP.
5. Street improvements, including sidewalks along Martin Street and Gray Street in front of or beside Building F shall be completed with any adjacent development in the SP.
6. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Council approval, the property shall be subject to the standards, regulations and requirements of the MUG-A zoning district as of the date of the applicable request or application.
7. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by

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Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance.

8. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

### **Approved with conditions and disapproved without all conditions (8-0-1), Consent Agenda**

#### **Resolution No. RS2014-120**

"BE IT RESOLVED by The Metropolitan Planning Commission that 2014SP-016-001 is **Approved with conditions and disapproved without all conditions. (8-0-1)**

#### **CONDITIONS**

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  2. **Final architectural drawing must be approved by the Planning Department prior to final site plan approval.**
  3. **Final signage requirements must be approved by the Planning Department prior to final site plan approval as indicated in the SP plan.**
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  5. **Street improvements, including sidewalks along Martin Street and Gray Street in front of or beside Building F shall be completed with any adjacent development in the SP.**
  6. **For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Council approval, the property shall be subject to the standards, regulations and requirements of the MUG-A zoning district as of the date of the applicable request or application.**
  7. **Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance.**
  8. **The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.**
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